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as fixtures, easements, natural rights, waste, covenants running with the land, and covenants for title readily lend themselves to, and require for their understanding, a study of specific cases. An exposition of general principles is not only inadequate but is dangerous, because it leads students to believe that they have a sufficient understanding of the topics when they have not. Further, there are some topics mentioned in the work which are so difficult that they plainly should not be dealt with by brief summaries; for example, it is submitted that it is a mistake to present to a student, beginning the study of law, an exposition in sixteen pages of restraints on alienation and rules against remoteness.

The work covers familiar ground; but the author has an intellectual conscience, and he has made no attempt to attract attention by inventing a new vocabulary, and elaborating the familiar in the terms of such vocabulary. The author modestly states that the book is intended only for the use of students, but any teacher of an introductory course on the law of real property will find that a careful reading of the work is repaid by the suggestions which are implicit in the author's arrangement and distribution of emphasis.

E. H. W.

GOVERNMENT ORGANIZATION IN WAR TIME AND AFTER. By William Franklin Willoughby, Director of the Institute for Government Research. With an Introduction by Frederick W. Keppel, Third Assistant Secretary of War. New York and London: D. Appleton & Company. 1919. pp. xix, 370.

BRITISH WAR ADMINISTRATION. By John A. Fairlie. New York: Oxford University Press. 1919. pp. x, 302.

The administrative methods by which the two great English-speaking democracies mobilized for war and carried on the operations of war were at once so similar and so characteristically dissimilar that upon the appearance of two books on the subject, one dealing with America and one with England, the inevitable preliminary suggestion is that they be read together.

The necessities of modern warfare in all its complexity in one respect affected both countries in the same way. Single administrative authority in America and unified administrative authority in England for the mass of hitherto unclassified war measures became accomplished facts almost without interference by the legislative bodies and with the aid of enabling legislation of a most sweeping character. In America the war was administered by the President as Commander-in-Chief of the Army and Navy, with added powers liberally conferred upon him by Congress. In England, with centuries of administrative experience to draw from, the war was administered by a Cabinet in its various forms, acting through Orders in Council by virtue of the royal prerogative, supplemented by many enabling acts passed by a willing Parliament, and by a procedure which reverted to the form of the Elizabethan Privy Council, but which operated through administrative agencies such as were forecast by the Parliamentary Government in the time of Pitt. The British War Cabinet eventually became a committee not of Parliament but of the Privy Council, and the heads of important ministries often were not members of Parliament at all.

As to the measures adopted by the ultimate administrative authorities in the respective countries, a comparison of substantive characteristics would lead too far afield even for casual reference. Once a substantive measure was determined upon, the administrative methods by which it was to be accomplished often differed materially in the two countries. In America public opinion was

mobilized to an extent nowhere else equalled. Indirect action through public opinion, semi-indirect action, as for instance in the control exercised through priority regulation, played an important part. Actual control was often accomplished with a minimum of organization by means of a license system. In cases of actual government operation a piece of operative machinery was devised which, if government ownership increases, will doubtless be heard of again as a means of escaping governmental inefficiency, namely, a corporation controlled by the Government, such as the War Finance Corporation and the United States Shipping Board — Emergency Fleet Corporation.

Through these American fields Mr. Willoughby leads us in a thorough and at the same time absorbing fashion. Space forbids pausing in any particular field. In each the growth was gradual, often through voluntary or semiofficial bodies, until the effective instrumentality was finally evolved. If in the mass of detail which he has accurately traced Mr. Willoughby has, from lack of record or for other cause, occasionally missed some step in an evolution, one can in fairness speak only in commendation of the success with which he has surmounted most of the inevitable difficulties of the current historian. If any criticism is permissible, it would be that Mr. Willoughby keeps the reader a little puzzled as to his point of view and the scope of his work. It is clearly not a critique of substantive measures. In reality it is not a critique at all, although the author occasionally permits himself a little critical discussion, sometimes of the conception of an administrative measure, sometimes of its administration, and sometimes of how it worked. The discussion, when indulged in, is intelligent, and because of it the book gains in interest even if it loses in point of view. Mr. Willoughby has given us not only a valuable handbook but a readable book.

Professor Fairlie's work on British War Administration is one of a series of Preliminary Economic Studies of the War edited by Professor David Kinley under the auspices of the Division of Economics and History of the Carnegie Endowment for International Peace. Professor Fairlie fixes his point of view logically and rarely departs from it. His first chapter draws in scholarly fashion the historical background of British War Administration. The rest of the book consists of a careful statement of the actual administrative measures adopted by the British Government throughout the Great War. The work is not a critique and does not purport to be, but it is none the less an important historical record.

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